



City of Tshwane Built Environment Performance Plan 2020/2021

7th Built Environment Performance Plan of the City of Tshwane

Version: Draft 2.00



City of Tshwane Built Environment Performance Plan 2020/2021

7th Built Environment Performance Plan of the City of Tshwane

Version: Draft 2.00

28 February 2020

Department of Planning and Economic Development

Preface

Table of Content

PREFACE	I
LIST OF FIGURES	VIII
LIST OF TABLES	XII
LIST OF ADDENDUMS	XV
LIST OF ABBREVIATIONS	XVII
SECTION A: INTRODUCTION	1-1
1 STATUS OF THIS DOCUMENT	1-1
2 THE BEPP CONTEXT	2-1
2.1 LEGISLATIVE REQUIREMENT	2-1
2.2 RELATION TO OTHER STATUTORY PLANS AND PROCESSES	2-1
2.3 HIERARCHY OF PLANS	2-1
2.4 INTERGOVERNMENTAL PLANNING	2-3
2.5 BEPP SOURCE DOCUMENTS	2-4
2.6 BEPP ALIGNMENT TO MUNICIPAL PROCESSES	2-5
3 CITY OF TSHWANE STRATEGIC PLANNING AND IMPLEMENTATION FRAMEWORK PROCESS	3-6
4 DIAGNOSTIC ASSESSMENT	4-7
5 CLIMATE RESPONSIVENESS AND RESILIENCE WITHIN THE BEPP FRAMEWORK	5-8
5.1 CLIMATE CHANGE PROFILE	5-9
5.1.1 Action and Strategic Documentation	5-9
5.1.2 City's Climate Change Programmes	5-9
5.1.2.1 Climate Action	5-9
5.1.2.2 Sustainability Support Mechanisms: Sustainable Financing, Resource Mobilisation & Sustainability Profiling	5-10
5.1.3 CR&R Mainstreaming into the Annual Budgeting Process	5-10
6 CITY TRANSFORMATION THROUGH THEORY OF CHANGE AND THE BUILT ENVIRONMENT VALUE CHAIN	6-11
6.1 THEORY OF CHANGE	6-11
6.2 STRUCTURE OF THE DOCUMENT	6-13
7 INSTITUTIONAL CONSOLIDATION	7-14
7.1 BEPP STEERING COMMITTEE	7-14
7.2 CAPITAL PLANNING SYSTEM TECHNICAL TASK TEAM	7-17
7.3 CITY OF TSHWANE STRATEGIC INVESTMENT COMMITTEE (STRIC)	7-18
7.4 GRANT MANAGEMENT COMMITTEE ESTABLISHMENT	7-21
SECTION B: SPATIAL PLANNING AND TARGETING	7-1
8 SPATIAL STRUCTURING MATRIX	8-3
8.1 PLANNING FRAMEWORK CONCEPT ALIGNMENT	8-4
8.1.1 Concept Sources Documents	8-5
8.1.1.1 Urban Network Structure	8-5

8.1.1.2	Functional Areas and Priority Development Areas	8-6
8.1.1.3	National Spatial Development Framework	8-6
8.1.1.4	Provincial Spatial Development Framework	8-8
8.1.1.5	Metropolitan Spatial Development Framework	8-10
8.1.2	Planning Framework Concept Summary	8-11
8.2	SPATIAL STRUCTURING ELEMENTS CLASSIFICATION METHODOLOGY	8-12
8.2.1	Nodal Assessment Methodology	8-12
8.2.1.1	Private Transport Movement Lattice – Accessibility	8-12
8.2.1.2	Public Transport Movement Lattice – Interchanges	8-13
8.2.1.3	Public Realm	8-13
8.2.1.4	Activity Anchors and Clusters	8-14
8.2.2	Corridor Assessment Methodology	8-14
8.2.2.1	Population Dynamics – Transport Characteristics	8-14
8.2.2.2	Land-use Lattice – Origins and Destinations	8-15
8.2.2.3	Transport Demand – Determining Volume	8-15
8.2.3	Spatial Structuring Element Typologies	8-15
8.2.3.1	Nodes	8-15
8.2.3.2	Corridors	8-16
8.2.4	Spatial Structuring Element Summary	8-17
8.3	CONCEPT ALIGNMENT AND AREA ASSIGNMENT	8-17
8.3.1	Concept Alignment	8-18
8.3.2	Area Assignment	8-20
8.3.3	Spatial Structuring Matrix	8-21
8.4	PRIORITY DEVELOPMENT AREAS (PDAs)	8-22
8.4.1	Identification and Delineation of PDAs	8-22
8.4.2	Precincts	8-24
8.4.3	Integration Zones	8-28
8.4.3.1	Definition	8-28
8.4.3.2	Transit Spines	8-28
8.4.3.3	Nodal anchors	8-31
8.4.3.4	Feeder routes and accessibility	8-33
8.4.3.5	Integration Zone Precincts	8-35
9	HUMAN SETTLEMENT AND TRANSPORT PLANNING ALIGNMENT	9-38
9.1	ALIGNMENT RATIONALE	9-38
9.2	ALIGNMENT PERSPECTIVE	9-39
9.2.1	Compaction	9-39
9.2.1.1	Modes of Transport	9-39
9.2.1.2	Bid-Rent Model	9-40
9.2.1.3	Public Realm	9-41
9.2.2	Densification	9-41
9.2.2.1	MSDF Densities – Desired densities	9-41
9.2.2.2	Current zoning densities – current potential densities	9-42
9.2.2.3	IPTN land use assessment – Development Potential	9-45
10	CLIMATE CHANGE RISK AND IMPACT ASSESSMENT	10-47
10.1	CLIMATE RISK AND VULNERABILITY ASSESSMENT (ADAPTATION)	10-48
10.1.1	Social Vulnerability Assessment	10-48
10.1.2	Priority risk factors and adaptation options	10-51
10.1.3	Extreme weather events	10-51
10.1.4	Key sectors at risk	10-52
10.1.5	Priority risk factors	10-54
10.2	GREENHOUSE GAS EMISSIONS INVENTORY (MITIGATION)	10-55

10.2.1	Climate response strategy – Ten (10) key interventions	10-56
11	INSTITUTIONAL ARRANGEMENT	11-59
11.1	SPATIAL TRANSFORMATION	11-59
11.2	CLIMATE MAINSTREAMING	11-60
11.2.1	Climate Mainstreaming Effectuated in 2019/20	11-60
11.2.2	Development of the Climate Action Plan	11-60
11.2.3	Adaptation Planning	11-61
11.2.3.1	Work Package 1: Phase II to Propose an Urban Heat Mitigation Strategy	11-61
11.2.3.2	Work Package 2: Update the Climate Risk and Vulnerability Assessment	11-63
11.2.3.3	Work Package 3: Produce Climate Risk Zones	11-65
11.2.3.4	Work Package 4: Identify Adaptation Actions, Resilience Factors and Thresholds, Develop Adaptation Scenarios	11-65
11.2.3.5	Work Package 5: Disseminate via Online Planning-Support System	11-67
11.2.4	Climate Mainstreaming Way Forward	11-67
11.3	CAPS TTT AND BEPPSCO GUIDANCE	11-69
SECTION C:	CATALYTIC LAND DEVELOPMENT PROGRAMME PREPARATION	11-1
12	CATALYTIC LAND DEVELOPMENT PROGRAMME PREPARATION	12-3
12.1	CATALYTIC LAND DEVELOPMENT PROGRAMME: IDENTIFICATION CRITERIA	12-4
12.2	CATALYTIC LAND DEVELOPMENT PROGRAMME: IDENTIFICATION	12-6
13	PROJECT PREPARATION WITHIN THE CITY OF TSHWANE	13-8
13.1	CAPS MINIMUM PROJECT INFORMATION REQUIREMENTS	13-9
13.2	EVIDENCE-BASED PROJECT PREPARATION	13-11
14	CAPITAL PRIORITISATION MODEL (CPM)	14-11
14.1	PURPOSE OF THE CPM	14-12
14.2	CAPITAL PRIORITISATION MODEL OUTLINE	14-12
14.2.1	CPM High-level Structure	14-12
14.2.1.1	Spatial Criteria	14-14
14.2.1.2	Financial Criteria	14-14
14.2.1.3	Economic Criteria	14-15
14.2.1.4	Technical Criteria	14-16
14.2.1.5	Social Criteria	14-17
14.2.1.6	Environmental Criteria	14-18
14.3	CAPITAL PRIORITISATION MODEL RESULTS	14-19
14.3.1	Modelling Results per Unit	14-19
14.3.2	Modelling Results per Department	14-21
14.3.3	Spatial Distribution of Modelling Results	14-24
15	INTERGOVERNMENTAL PROJECT PIPELINE	15-27
15.1	PROVINCIAL PLANNING	15-27
15.1.1	Area of Focus for Economic Consolidation	15-27
15.1.2	Area of Focus for Socio-Economic Integration	15-29
15.1.3	Area of Focus for Social and Local Economic Support	15-31
15.1.4	Area of Focus for Economic Prosperity	15-33
15.2	PROVINCIAL AND MUNICIPAL PLANNING ALIGNMENT	15-35
16	INSTITUTIONAL ARRANGEMENT	16-37
16.1	PROJECT PREPARATION	16-37
16.2	CAPITAL PRIORITISATION MODEL	16-38
16.3	INTERGOVERNMENTAL PLANNING	16-38
16.3.1	Identification of Key Role Players	16-38
16.3.2	Gauteng Benchmarking Workshop	16-39

16.3.3	Tri-Metro Engagements	16-40
16.3.4	Intergovernmental Relation Forum	16-40

SECTION D: CATALYTIC LAND DEVELOPMENT PROGRAMME RESOURCING **16-1**

17	LONG-TERM FINANCIAL SUSTAINABILITY	17-3
17.1	INTRODUCTION	17-3
17.2	PRELIMINARY FINDINGS	17-4
17.3	INFRASTRUCTURE PERSPECTIVE	17-5
17.3.1	Household Infrastructure	17-5
17.3.1.1	Infrastructure Index	17-5
17.3.1.2	Number of Households	17-5
17.3.1.3	Household Infrastructure Provision	17-6
17.4	FINANCIAL MODEL	17-6
17.4.1	Affordable Future Capital Investment	17-6
17.4.1.1	MTREF Capital Funding Mix	17-7
17.4.1.2	10-Year Capital Funding Mix	17-7
17.4.1.3	Liquidity and Capital Replacement Reserve	17-8
17.4.1.4	Gearing	17-9
17.4.1.5	Ratio Analysis	17-10
17.5	SCENARIO ANALYSIS	17-10
17.5.1	Scenario Analysis: Collection Rate Increased By 3%	17-10
17.5.2	Scenario Analysis: Collection Rate Decreases By 2%	17-11
17.6	CONCLUSIONS	17-12
17.6.1	Outcome of the Financial Assessment	17-12
17.6.1.1	Strengths	17-13
17.6.1.2	Weaknesses	17-13
17.6.2	Outcome of the forecast model	17-13
17.6.2.1	The socio-economic base and future revenue	17-13
17.6.2.2	Capital investment	17-14
17.6.2.3	Scenario analysis	17-14
18	BUDGET SCENARIO	18-14
18.1	BUDGET SCENARIO PARAMETERS	18-15
18.1.1	Affordability envelope and budget fit strategy	18-15
18.1.2	Project score	18-16
18.1.3	Project status	18-16
18.1.4	Year of budget request	18-17
18.1.5	Project budget request	18-17
18.2	BUDGET SCENARIO FIT PROCESS	18-17
18.2.1	Step 1: Define a budget template	18-17
18.2.1.1	Division of Revenue Act (DORA)	18-17
18.2.1.2	Long-term financial strategy	18-18
18.2.2	Step 2: Define project Committed or Provisional Status	18-18
18.2.3	Step 3: Define outcome portfolios	18-18
18.2.4	Step 4: Define departmental indicatives	18-18
18.2.5	Step 5: Define stages	18-19
18.2.6	Step 6: Select Prioritisation Model Run / Results	18-19
18.2.7	Step 7: Negotiated adjustments (Force-in / Force-out)	18-20
18.2.8	Step 8: Budget source balancing	18-21
18.3	BUDGET SCENARIO RESULTS	18-21
18.3.1	Budget demand	18-21

18.3.2	Funding Envelope	18-24
18.3.3	Budget fit statuses	18-25
18.3.4	Budget fit results	18-27
18.3.4.1	Units	18-27
18.3.4.2	Departments	18-31
19	RESOURCING THE METRO'S PROJECT PIPELINE (SPATIAL BUDGET MIX)	19-36
19.1	TOTAL BUDGET PER SPATIAL TRANSFORMATION EVALUATION CRITERIA	19-37
19.1.1	Region	19-37
19.1.2	Top 25 Wards	19-41
19.1.3	MSDF Targeting	19-46
19.1.3.1	City of Tshwane 2020/21 10-year Capital Budget Spatial Targeting by MSDF Element	19-46
19.1.3.2	Gauteng 2020/21 MTREF Capital Budget Targeting per Tshwane MSDF Element	19-48
19.2	CAPITAL EXPENDITURE SPATIAL TARGETING BY CATALYTIC LAND DEVELOPMENT PROGRAMME	19-51
19.2.1	City of Tshwane 2020/21 MTREF Capital Budget Spatial Targeting per CLDP	19-51
19.2.2	Gauteng 2020/21 MTREF Capital Budget Targeting per Tshwane CLDP	19-54
19.3	TOTAL BUDGET PER ASSET EVALUATION CRITERIA	19-56
19.3.1	Asset Type	19-56
19.3.2	Class Type	19-58
20	INSTITUTIONAL ARRANGEMENTS	20-60
20.1	CAPS TTT GUIDANCE	20-60

SECTION E: IMPLEMENTATION **20-1**

21	PROJECT LIFECYCLE PLANNING AND IMPLEMENTATION	21-3
21.1	FRAMEWORK FOR INFRASTRUCTURE PROCUREMENT AND DELIVERY MANAGEMENT (FIPDM)	21-3
21.2	CITY OF TSHWANE STAGE GATE STANDARD AND WORKFLOW PROCESS	21-4
21.2.1	Stage Gate Overview	21-4
21.3	STAGE GATE ALIGNMENT TO THE FIPDM	21-6
22	CURRENT PROCUREMENT APPROACH	22-8
22.1	STANDARDIZED BID DOCUMENTS	22-8
22.2	TENDER AND AWARD PROCEDURES	22-9
22.2.1	Range of Procurement Processes	22-10
22.2.2	Pre-Tender Phase	22-12
22.2.3	Tender Phase	22-12
22.2.4	Tender Evaluation Phase	22-12
22.2.5	Tender Award Phase	22-13
23	INSTITUTIONAL ARRANGEMENTS	23-13
23.1	MUNICIPAL COMMITTEES AND FORUMS	23-13
23.1.1	Council Committee	23-14
23.1.2	Mayoral Committee	23-14
23.1.3	Executive Committee	23-14
23.1.4	Management Committee	23-14
23.1.5	Bid Specification Committee	23-14
23.1.6	Bid Evaluation Committee	23-15
23.1.7	Bid Adjudication Committee	23-15
23.1.8	Budget Steering Committee	23-16
23.2	SUSTAINABLE PROCUREMENT	23-16

SECTION F: URBAN MANAGEMENT **23-1**

24	PRECINCT MANAGEMENT PLANNING	24-3
24.1	EXISTING PRECINCT MANAGEMENT PLANS	24-3
24.2	ESTABLISHING PRECINCT MANAGEMENT	24-3
24.2.1	Setting up Urban Management Units across The City of Tshwane	24-3
24.2.2	Funding Urban Management	24-4
25	INSTITUTIONAL ARRANGEMENT	25-5
25.1	ALIGNING RESOURCES TOWARDS URBAN MANAGEMENT AND COORDINATION	25-5
25.1.1	The Process	25-6
25.1.1.1	Step 1: Preparation of a Status Quo forecast over a five-year planning horizon	25-6
25.1.1.2	Step 2: Critically assess the SQ results and adjust accordingly	25-7
25.1.1.3	Step 3: Test the effects of new debt and planned projects	25-7
25.1.1.4	Step 4: Coordination, consultation and budget compilation	25-7
25.2	CITY IMPROVEMENT DISTRICT IMPLEMENTATION	25-8
SECTION G: REPORTING AND EVALUATION		25-1
26	REPORTING & EVALUATION	26-2
26.1	BEPP PERFORMANCE INDICATORS METHODOLOGY	26-4
26.1.1	Well Governed Cities	26-5
26.1.2	Compact Cities and Transformed Urban Space	26-8
26.1.3	Inclusive Cities	26-12
26.1.4	Productive Cities	26-20
27	INSTITUTIONAL ARRANGEMENTS	27-21
27.1	CIRCULAR 88 REPORTING	27-21
27.1.1	Background	27-21
27.1.2	Planning Process for Circular 88 Indicators	27-22
27.1.3	Reporting on Circular 88 Indicators	27-23
27.1.4	Operational Reporting Challenges	27-24
27.1.5	Conclusion	27-25
SECTION H: CITY'S APPROACH TO TRANSITIONING OUT OF THE BEPP		27-1
28	TRANSITIONING FRAMEWORK	28-1
28.1	ACTIONING THE THEORY OF CHANGE	28-2
28.1.1	Planning Approach and Spatial Targeting	28-6
28.1.2	Planning Content and Catalytic Land Development	28-7
28.1.3	Planning Practice, Project Implementation and Urban Management	28-9
28.1.4	Planning Process, Institutional Coordination, Reporting and Consolidation	28-9
28.2	IMPLEMENTING THE THEORY OF CHANGE	28-11
28.2.1	IDP and MTREF Process Plan	28-12
28.2.2	Governance and Management	28-12
28.2.3	In-year Reporting and Monitoring	28-14
28.2.4	MTREF Planning (Multi-Financial Year Planning)	28-15
28.2.5	Adjustment Budget	28-17
28.2.6	Reporting	28-18
28.3	DETAILED WORK PLAN	28-20

List of Figures

Figure 1 Hierarchy of Strategic and Sectoral Plans	2-2
Figure 2 Alignment between the BEPP and Municipal Processes	2-5
Figure 3 Capital Planning System (CP3 Diagram)	3-6
Figure 4 CR&R Mainstreaming and the Annual Budgeting Process	5-11
Figure 5 Outcomes Framework	6-12
Figure 6 Structure of the Document	6-13
Figure 7 BEPPSCO Members	7-15
Figure 8 CaPSTTT Establishment	7-18
Figure 9 STRIC Membership	7-19
Figure 10 Theory of Change	7-2
Figure 11 The key building blocks of the City's Spatial Structuring Matrix	8-4
Figure 12 Spatial Structuring Matrix – Part 1: Concepts	8-12
Figure 13 Private Transport Movement Lattice – Accessibility	8-13
Figure 14 Public Transport Movement Lattice – Interchanges	8-13
Figure 15 Public Realm	8-14
Figure 16 Anchors and Clusters	8-14
Figure 17 Spatial Structuring Matrix: Part 2: Spatial Structuring Elements	8-17
Figure 18 Spatial Structuring Matrix: Part 3A: Spatial Structuring Elements and Concept Alignment	8-19
Figure 19 Spatial Structuring Matrix: Part 3B: Spatial Structuring Elements and Area Assignment	8-20
Figure 20 Spatial Structuring Matrix	8-21
Figure 21 Priority Development Areas for the City of Tshwane	8-23
Figure 22 Integration Zone – Transit Spine	8-30
Figure 23 Integration Zone – Nodal Anchors	8-32
Figure 24 Integration Zone – Feeder routes & accessibility	8-34
Figure 25 Conceptual Integration Zone – Transit Spine, Nodal Anchors and Precincts	8-36
Figure 26 Detailed Integration Zone – Transit Spine, Nodal Anchors and Precincts	8-37
Figure 27 Median station with bypass lane	9-40
Figure 28 Side Stop with dual carriage way	9-40
Figure 29 Integration Zone: Potential land use (Part 1)	9-43
Figure 30 Integration Zone: Potential land use (Part 2)	9-43
Figure 31 Integration Zone: Potential land use (Part 3)	9-44
Figure 32 IPTN Land use assessment – Development Potential (part 1)	9-45
Figure 33 IPTN Land use assessment – Development Potential (part 2)	9-46
Figure 34 IPTN Land use assessment – Development Potential (part 3)	9-46
Figure 35 IPTN Land use assessment – Development Potential	9-47
Figure 36 Social vulnerability index	10-50
Figure 37 Theory of Change	11-2
Figure 38 Catalytic Land Development Programmes	12-7
Figure 39 City of Tshwane Capital Planning and Prioritisation Information System (CAPS)	13-8
Figure 40 High Level Project Life-cycle Process Flow within CAPS	13-9
Figure 41 CAPS Minimum Project Information Requirements	13-10
Figure 42 CPM High-Level Structure	14-13
Figure 43 Spatial Criteria	14-14

Figure 44 Financial Alignment within Themes	14-15
Figure 45 Economic Alignment within Themes	14-16
Figure 46 Technical Alignment within Themes	14-17
Figure 47 Social Alignment within Themes	14-18
Figure 48 Environmental Alignment within Themes	14-19
Figure 49 Prioritisation Model Results - Score per Unit	14-20
Figure 50 Prioritisation model results – Score per department	14-22
Figure 51 Project Score Distribution	14-24
Figure 52 Project Prioritisation Results – Spatial	14-26
Figure 53 Gauteng SDF Area of Focus – Economic Consolidation	15-28
Figure 54 Gauteng SDF: Area of Focus – Socio Economic Integration	15-30
Figure 55 Gauteng SDF: Area of Focus – Socio and local economic Support	15-32
Figure 56 Gauteng SDF: Area of Focus – Economic Prosperity	15-34
Figure 57 Municipal and Provincial Planning Framework Alignment	15-36
Figure 58 Intergovernmental Project Pipeline - Key Stakeholders	16-38
Figure 59 Theory of Change	16-2
Figure 60 Infrastructure Index (Source: IHS Global Insight)	17-5
Figure 61 Number of Households	17-6
Figure 62 Forecast Period: Capital Funding Mix	17-8
Figure 63 Forecast Period: New Debt Raised	17-8
Figure 64 Forecast Period: Cash vs Minimum Liquidity Levels	17-9
Figure 65 Forecast Period: Gearing	17-9
Figure 66 Scenario Analysis: Collection Rate Increased By 3%	17-11
Figure 67 Scenario Analysis: Collection Rate Decreases By 2%	17-12
Figure 68 Budget scenario development methodology	18-15
Figure 69 Budget fit results	18-19
Figure 70 10-year Capital Budget based on Affordability vs Demand vs Budget Fit	18-24
Figure 71 10-year Budget fit profile	18-26
Figure 72 10-year 2020/21 Capital Budget per Unit (R'000)	18-28
Figure 73 10-year 2020/21 Capital Budget per Department (R'000)	18-32
Figure 74 10-year Capital Budget Per Region	19-38
Figure 75 Spatial 2020/21 10-year Capital Budget per Region	19-40
Figure 76 10-year Capital Budget per Top 25 Wards Analysis	19-42
Figure 77 Spatial 2020/21 10-year Capital Budget per Ward	19-45
Figure 78 10-year Capital Budget per MSDF	19-46
Figure 79 Spatial 2020/21 10-year Capital Budget per MSDF Element	19-47
Figure 80 Gauteng 2020/21 MTREF ECE per Tshwane MSDF (R'000)	19-48
Figure 81 Spatial Gauteng 2020/21 MTREF ECE per Tshwane MSDF (R'000)	19-50
Figure 82 2020/21 MTREF Capital Budget per CLDP area (R'000)	19-52
Figure 83 Spatial 10-year 202/21 Capital Budget per CLDP area (R'000)	19-53
Figure 84 Gauteng 2020/21 MTREF ECE per CLDP area (R'000)	19-54
Figure 85 Spatial Gauteng 2020/21 MTREF ECE per CLDP area (R'000)	19-55
Figure 86 2020/21 MTREF Capital Budget per MSCOA Asset Type	19-56
Figure 87 10-year 2020/21 Capital Budget per MSCOA Asset Class (R'000)	19-59
Figure 88 Theory of Change	20-2
Figure 89 FIPDM Project Life Cycle	21-4
Figure 90 Stage Gate Overview	21-5

Figure 91 FIPDM Control Framework	21-7
Figure 92 City of Tshwane Stage Gate Alignment to FIPDM control framework	21-8
Figure 93 Tender and Award Process	22-10
Figure 94 Theory of Change	23-2
Figure 95 Structure for Urban Management	24-4
Figure 96 Theory of Change	25-1
Figure 97 BEPP Performance Outcome Areas	26-2
Figure 98 City of Tshwane Built Environment Timeline	27-1
Figure 99 City of Tshwane Theory of Change Principles and Interventions	28-3
Figure 100 City of Tshwane Transitioning Framework	28-4
Figure 101 Core Planning and Budgeting Process	28-11
Figure 102 2020/21 Detailed Work Plan	28-21

List of Tables

Table 1 List of Reference Documents	2-4
Table 2 Multi-year approach to CR&R mainstreaming as a part of the BEPP	5-8
Table 3 BEPPSCO Workshops	7-15
Table 4 Urban Network Structure – list of concepts	8-5
Table 5 CEF Guidelines – List of concepts	8-6
Table 6 National Spatial Development Framework – List of concepts	8-7
Table 7 Provincial Spatial Development Framework	8-9
Table 8 Metropolitan Spatial Development Framework – List of concepts	8-10
Table 9 Prioritised Precincts	8-24
Table 10 land use proportion of the integration zone	9-44
Table 11 IPTN Land use assessment – Development Potential	9-45
Table 12 Socio-economic variables included within the vulnerability assessment	10-51
Table 13 Extreme weather events and affected areas	10-52
Table 14 Key sectors at risk	10-53
Table 15 Mitigation interventions	10-55
Table 16 CLDP Measurable Criteria	12-5
Table 17 Prioritisation model results – Score per department	14-23
Table 18 Household Infrastructure Provision (2018)	17-6
Table 19 MTREF Capital Funding Mix	17-7
Table 20 LTFM Capital Expenditure Envelope for the 10-Year Planning Period	17-8
Table 21 Ratio Analysis: Summary	17-10
Table 22 Capital Expenditure wish-list per Department (R'000)	18-21
Table 23 10-year Budget Scenario Fit status (R'000)	18-25
Table 24 Budget Fit Statuses within the Budget Fit Scenario	18-27
Table 25 10-year 2020/21 Capital Budget per Unit (R'000)	18-29
Table 26 10-year 2020/21 Capital Budget Department (R'000)	18-33
Table 27 2020/21 MTREF Capital Budget Regional Analysis (R'000)	19-39
Table 28 10-year Capital Budget per Top 25 Ward Analysis (R'000) sorted by 10-year budget	19-42
Table 29 MTREF Capital Budget MSDF Analysis (R'000)	19-46
Table 30 Gauteng 2020/21 MTREF ECE per Tshwane MSDF (R'000)	19-49
Table 31 2020/21 MTREF Capital Budget CLDP area (R'000)	19-52
Table 32 Gauteng 2020/21 MTREF ECE per CLDP area (R'000)	19-54
Table 33 2020/21 MTREF Capital Budget per MSCOA Asset Type (R'000)	19-57
Table 34 10-year 2020/21 Capital Budget per Asset Class (R'000)	19-59
Table 35 Construction Contracts	22-8
Table 36 Consultant Contracts	22-9
Table 37 Goods and Services	22-9
Table 38 Other	22-9
Table 39 Range of Procurement Processes and Procurement Methods	22-11
Table 40 Reporting Requirements	25-8
Table 41 BEPP Indicator Reporting Framework	26-3
Table 42 Reporting Outline	26-3
Table 43 BEPP Indicator Number WG8	26-5
Table 44 BEPP Indicator Number WG13	26-6

Table 45 BEPP Indicator Number WG17	26-7
Table 46 BEPP Indicator Number CC1	26-8
Table 47 BEPP Indicator Number CC2	26-10
Table 48 BEPP Indicator Number CC3	26-11
Table 49 BEPP Indicator Number IC1	26-13
Table 50 BEPP Indicator Number IC2	26-13
Table 51 BEPP Indicator Number IC3	26-14
Table 52 BEPP Indicator Number IC4	26-15
Table 53 BEPP Indicator Number IC5	26-17
Table 54 BEPP Indicator Number IC6	26-19
Table 55 BEPP Indicator Number IC7	26-19
Table 56 BEPP Indicator Number PC4	26-20
Table 57 IDP and MTREF Process Plan Actions	28-12
Table 58 Governance and Management Actions	28-13
Table 59 MTREF Planning Actions	28-15
Table 60 Adjustment Budget Actions	28-17
Table 61 Reporting Actions	28-19

List of Addendums

Addendum 1: Diagnostic Assessment (Section A)	I
Addendum 2: CaPS TTT and BEPPSCO Evidence (Section A)	II
Addendum 3: Climate Resilience and Responsiveness Greenhouse Gas Emissions (Section B)	III
Addendum 4: 2019/20 Institutional Arrangements – Climate Mainstreaming (Section B)	IV
Addendum 5: CaPS TTT and BEPPSCO Guidance (Section B)	V
Addendum 6: Project Preparation (Section C)	VI
Addendum 7: Capital Prioritisation Model Report (Section C)	VII
Addendum 8: Inter-governmental Planning Engagements (C)	VIII
Addendum 9: CaPS TTT Guidance (Section D)	IX
Addendum 10: 2019/20 BEPP Review Guidelines (Section H)	X

List of Abbreviations

Cases

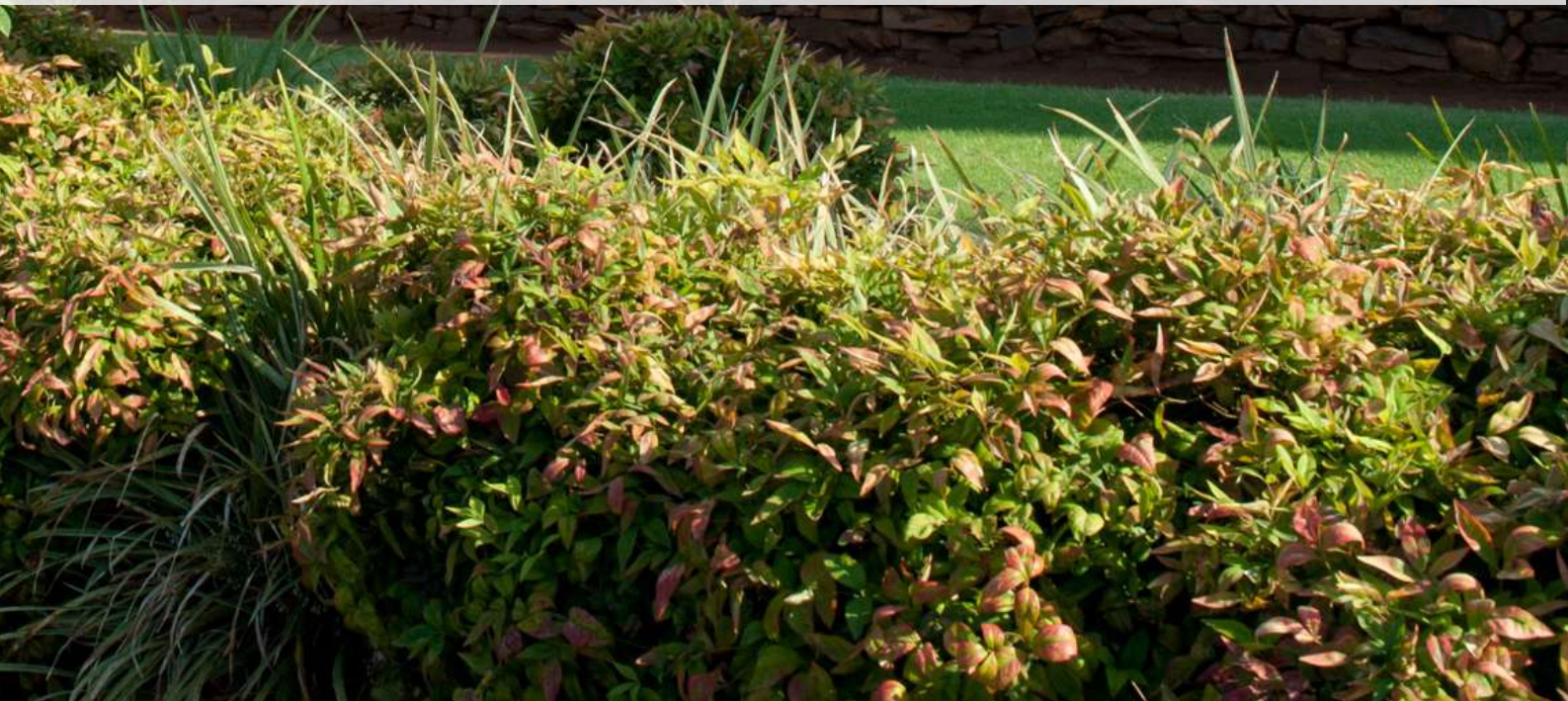
AGSA: Auditor-General of South Africa	27-22
APR: Annual Performance Report	27-22
AR: Annual Report	27-22
BAC: Bid Adjudication Committee	22-13
BAU: Business as Usual	11-61
BEA: Building Efficiency Accelerator	5-10
BEC: Bid Evaluation Committee	22-12
BEPP: Built Environment Performance Plan	1-1
BEPPSCO: Built Environment Performance Plan Steering Committee	7-14
BEVC: Built Environment Value Chain	5-10
BSC: Budget Steering Committee	10-58
C88: Circular No. 88	25-1
CAP: Climate Action Plan	5-9
CAPS: Capital Planning and Prioritisation System	11-3
CCAM: Conformal-Cubic Atmospheric Model	11-61
CEF: Capital Expenditure Framework	28-10
CID: City Improvement District	25-8
CIF: Capital Investment Framework	27-1
CITP: Comprehensive and Integrated Transport Plan	11-68
CLDP: Catalytic Land Development Preparation	7-3
COGTA: Cooperative Governance Traditional Affairs	6-14
CPM: Capital Prioritisation Model	10-58
CR&R: Climate Change Responsiveness and Resilience	5-8
CRS: Climate Response Strategy	10-56
CRVA: Climate Risk and Vulnerability Assessment	11-64
CSIR: Council for Scientific and Industrial Research	11-67
CSOP: City Strategy and Organisational Performance	27-24
CSP: City Support Programme	6-13
CSU: City Sustainability Unit	5-9
DORA: Division of Revenue Act	2-1
ECE: Expected Capital Expenditure	19-50
EGP: Embedded Generation Policy	10-58
EIM: Macro-Economic Impact Module	14-15
ePMU: Project Management Unit	7-20
EV: Electric Vehicle	10-57
FIPDM: Framework for Infrastructure Delivery and Procurement Management	13-10
GBCSA: Green Building Council of South Africa's	5-10
GBLN: Green Building Leadership Network	5-10
GCMs: Global Circulation Models	10-48
GHGEI: Greenhouse Gas Emissions Inventory	5-9
GIS: Geographic Information System	11-64
GPC: Global Protocol for Community-Scale	10-55
GPG: Gauteng Provincial Government	15-27
GSDF: Gauteng Spatial Development Framework	15-27

HSDG: Human Settlements Development Grant	2-1
ICDG: Integrated City Development Grant	2-1
ICT: Information Communications Technology	11-67
IDP: Integrated Development Plan	6-12
IGR: inter-governmental	15-27
IGRFA: Inter-Governmental Framework Act	2-3
INEP: Integrated National Electrification Grant	2-1
IPCC: Intergovernmental Panel on Climate Change	10-48
KPAs: Key Performance Areas	11-68
KPI: Key Performance Indicators	27-23
LTFM: Long-term Financial Model	16-3
LTFS: Long-term Financial Strategy	16-3
LUMS: Land Use Management Schema	28-7
MFMA: Municipal Financial and Management Act	6-12
MMCs: Members of the Mayoral Committee	23-14
MSA: Municipal Systems Act	6-12
mSCOA: Municipal Standard Chart of Accounts	13-8
MSDF: Metropolitan Spatial Development Framework	6-12
MTREF: Medium-term Revenue and Expenditure Framework	16-39
NATMAP: National Transport Master Plan 2050	2-2
NDP: National Development Plan	6-12
NDPG: Neighbourhood Development Partnership Grant	2-1
NGP: New Growth Path	2-2
NMT: o Non-motorised transport	10-57
NSDF: National Spatial Development Framework	2-1
NT: National Treasury	27-21
OPM: Organisational Performance Management	27-24
PFMA: Public Finance Management Act	21-3
PMP: Project Management Plan	21-6
PO: Purchase Order	22-11
PTIS: Public Transport Infrastructure Grant	2-1
SANEDI: South African National Energy Development Institute	10-57
SCM: Model Supply Chain Management	21-3
SDBIP: Service Delivery and Budget Implementation Plan	21-5
SDF: Spatial Development Framework	6-14
SDI: Strategy Development and Implementation	27-22
SII: Strategic Investment Initiatives	7-20
SPLUMA: Spatial Planning and Land Use Management Act	6-12
SPP: Sustainable Procurement Policy	10-58
SRA: Special Ratings Area	25-8
SRES: Special Report on Emission Scenarios	10-48
STRIC: City of Tshwane Strategic Investment Committee	7-18
SUD: Strategic Urban Development	7-20
TEB: Town Energy Budget	11-61
TIDs: Technical Indicator Descriptions	27-23
TOD: Transit Oriented Development	10-57
TRT: Tshwane Rapid Transit	10-55

UCM: Urban Climate Model	11-61
UHI: Urban Heat Island	11-61
UNS: Urban Network Structure	7-3
USDG: Urban Settlements Development Grant	27-1
WMP: Wetlands Management Plan	10-56



Section A: Introduction



Section A: Introduction

1 Status of this Document

This document is the Draft 2020/2021 Built Environment Performance Plan (BEPP) of the City of Tshwane. The “draft” status means it is currently under review after which it will officially be adopted by the City. Once all comments have been incorporated, a final draft will be prepared for the for approval by the Tshwane Mayoral Committee. Thereafter, the final 2020/2021 BEPP will be submitted to the Tshwane Council for final endorsement.

2 The BEPP Context

2.1 Legislative Requirement

The BEPP, as required under the legislation contained in the Division of Revenue Act (DORA) of 2016, was introduced in the 2011/12 financial year as an eligibility prerequisite for the Urban Settlements Development Grant (USDG). The BEPP subsequently became a key eligibility requirement for the Integrated City Development Grant (ICDG), the Urban Settlements Development Grant (USDG), the Public Transport Infrastructure Grant (PTIS), the Neighbourhood Development Partnership Grant (NDPG), the Integrated National Electrification Grant (INEP) and the Human Settlements Development Grant (HSDG). The annual and timely submission of a credible BEPP document by Tshwane is therefore important, in terms of the City’s ability to fund its annual capital requirements.

The content of this BEPP document is based on “BEPP Guidance Notes” of 2018/19; 2019/20 and 2020/21 that were provided by National Treasury. The guidelines provided by National Treasury outline the BEPP as a response to challenges of misalignment in planning practices and weak linkages between monitoring, planning and budgeting frameworks. The BEPP forms a part of the municipal planning system and bridges the gap between planning intention and implementation programmes together with corresponding resource allocation. In addition to the above, the BEPP provides a framework within which a clear, outcomes led approach remains consistent with higher order plans and its associated governing legislation.

2.2 Relation to Other Statutory Plans and Processes

The BEPP Guidelines do not override the municipal function of spatial planning and land use management, in terms of SPLUMA, but supports metropolitan municipalities in creating an enabling policy and regulatory environment, in order to achieve more compact cities. The planning alignment and reform advocated by the BEPP Guidelines (and its inherent approach, tools and instruments) are complemented by national regulatory, fiscal, monitoring and reporting reforms.

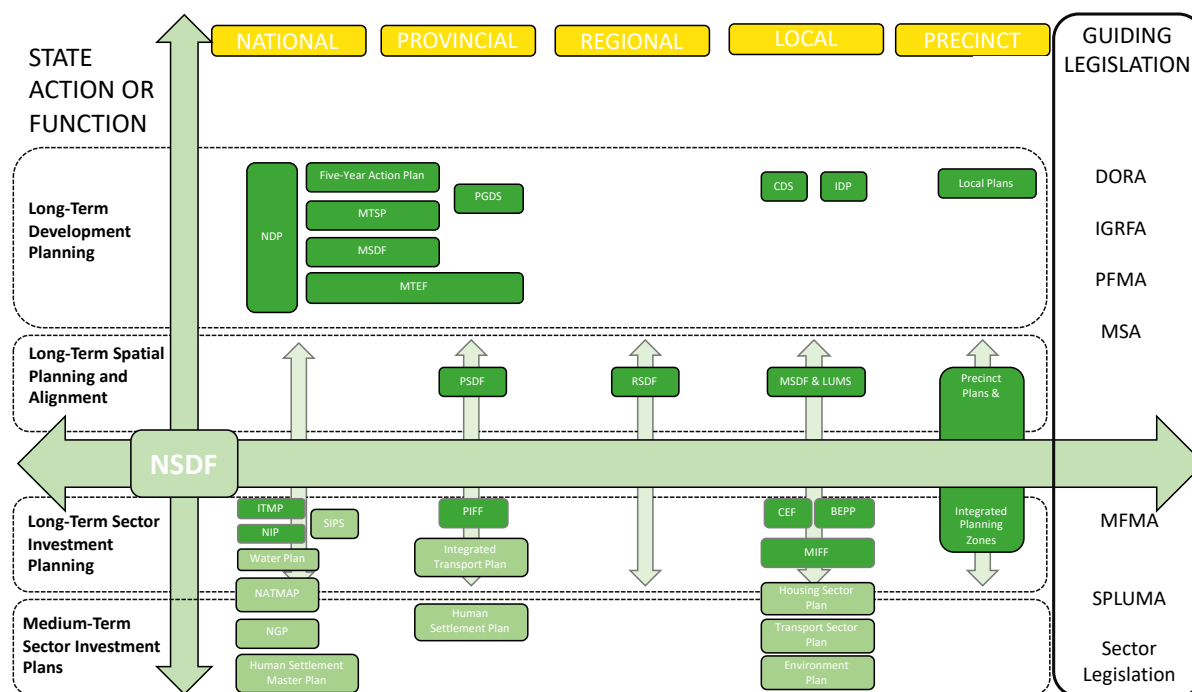
The role of the BEPP is to summarise and converge the outcomes of a multitude of spatial planning documents within the City, in order to ensure that implementation is guided by strategic, spatial, financial and social logic. The BEPP serves not only as performance evaluation mechanism, but also as a rationale towards capital investment planning that provides business intelligence, data validation, project synchronisation and prioritisation.

2.3 Hierarchy of Plans

In terms of government policy, Chapter 8 of the NDP calls for the preparation of a “national spatial development framework” (NSDF). Section 5(3)(a) of SPLUMA provides for, and Sections 13(1) and (2)

of the Act mandate the Minister to, “... after consultation with other organs of state and with the public, compile and publish a national spatial development framework” and review it at least once every five years.

Figure 1 Hierarchy of Strategic and Sectoral Plans



As shown in Figure 1, the NSDF must, within the broader ‘family’ of strategic and sector plans of government:

- Target and direct all infrastructure investment and development spending decisions by national sector departments and State- Owned Entities (SOEs);
- Guide and align plan preparation, budgeting and implementation across spheres and between sectors of government; and
- Frame and coordinate provincial, regional and municipal spatial development frameworks.

The NSDF informs, guides and co-ordinates spatial development across all spheres of government. The content of the NSDF is supported by the National Development Plan (NDP) and by sector-based plans/frameworks/strategies, which include, but are not limited to the New Growth Path (NGP), National Transport Master Plan 2050 (NATMAP); Strategic Integrated Projects and the Human Settlements Master Plan.

The intention is that municipalities should use this guideline to assist in the process of accountable and responsive spatial allocation of funding. The BEPP responds to National Government’s Specific Spatial Investment Initiatives as provided by the NSDF.

Relevant legislation, also invoke the following:

- Improved processes for municipal planning and budgeting allow for more informed decisions and are fundamental to sustainable and efficient service provision. (MFMA, 2011)

- A municipal spatial investment framework must determine a capital expenditure framework for the municipality's development programmes, depicted spatially (Act No. 16 of 2013: Spatial Planning and Land use management Act (SPLUMA), 2013)
- A credible BEPP must clearly find expression in the Metro's budget. Strategy-led budgeting is essential. The MTREF's budget's prioritization of resources in space according to the spatial targeting areas should be measured year-on-year. Guidance Note: Framework for the formulation of BEPPs, National Treasury's Cities Support Programme, 2017/18 – 2019/20)

2.4 Intergovernmental Planning

The District Model is aimed at placing focus on District or Metropolitan spaces as appropriate scale and arena for intergovernmental planning and co-ordination. The focus is on 44 Districts and 8 Metros as developmental spaces (IGR Impact Zones) that will be strategic alignment platforms for all three spheres of government. This is in order to produce a Spatially Integrated Single Government Plan for each of these spaces that guides and directs all strategic investment spending and project delivery and forms the basis for accountability.

This approach reinforces an outcomes-based IGR system where there is a systematic IGR programme and process associated with the formulation and implementation of a single government plan. It changes from a process of aligning separate plans towards a single plan bearing testimony of regulated cooperative governance. The purpose of enhancing cooperative governance through a new district coordination model is to improve the coherence and spatial targeting impact of all three spheres of government working together in unison.

The main objectives of the District Model are listed below:

- Managing rural/urban migration, as well as sustainable growth and development;
- Determining and/or supporting local economic drivers;
- Determining and managing spatial form, land release and land development;
- Determining infrastructure investment requirements and ensuring long-term infrastructure adequacy to support integrated human settlements, economic activity and provision of basic services, community and social services;
- Institutionalising long term planning whilst addressing 'burning' short term issues

The Inter-Governmental Framework Act (IGRFA) sets out the general principles and objects of intergovernmental relations. The focus is primarily on the following outcomes:

- Coherent government;
- Effective provision of services;
- Monitoring implementation of policy legislation; and
- Realisation of national priorities

The City's BEPP should include the pipeline of all projects within its boundaries irrespective of which level of government is implementing it. The BEPP is therefore an important instrument of cooperative governance, as it enables more effective, strategic coordination and planning between spheres,

entities and departments of government. Importantly, this is not an end in itself but a precondition for spatially guiding and attracting a positive response from private sector investors and unlocking contributions from households.

2.5 BEPP Source Documents

Table 1 below indicates the guidance documents used to compile the 2020/21 BEPP from an International level down to local government level. Documents include various national and local development frameworks, guidelines, strategic agendas and spatial settings together with key legislation which governs these documents.

Table 1 List of Reference Documents

Government Level	Reference Documents
International	United Nations Sustainable Development Goals (UN SDG's, 2016)
National	<ul style="list-style-type: none"> National Spatial Development Perspective (NSDP, 2009) National Integrated Urban Development Framework (NIUDF, 2016) Spatial Planning and Land Use Management Act (SPLUMA 2013) National Climate Change Response White Paper (NCCRWP, 2012) Framework for Strategic Plans and Annual Performance Plans (2010) Government Gazette: Intergovernmental Relations Framework Act (vol.482, 2005) Draft National Spatial Development Framework (2018)
Provincial	<ul style="list-style-type: none"> Gauteng Spatial Development Framework (GSDF) (2011) Gauteng Spatial Development Framework (GSDF) (2015) Gauteng Provincial Government Multi-Pillar Programme of Radical Transformation Gauteng Climate Change Response Strategy (2011)
Municipal	<ul style="list-style-type: none"> Built Environment Performance Plans Guidance Note 2018/19 MTREF Built Environment Performance Plans Guidance Note 2019/20 MTREF Draft Built Environment Performance Plans Guidance Note 2020/21 MTREF Tshwane Integrated Development Plan (IDP) 2017/21 (Draft, 2018/19) Tshwane Service Delivery Budget Implementation Plan (SDBIP) Metropolitan Spatial Development Framework (SDF, 2012) Planning Policy for Tshwane Rapid Transit (TRT) Integrated Rapid Public Transport Network (IRPTN) Land Use – Transport Integration Plan City of Tshwane (CoT) Spatial Atlas (Demographics) CSIR Urban Sim Results (CSIR, 2017) City of Tshwane Capital Expenditure Framework Sustainable Human Settlements Plan, 2014 City Improvement District By-law (Draft, 2018) Tshwane Automotive City Development Framework (Draft, 2016) Tshwane Inner City and Regeneration Strategy (Abridged version, 2006) City of Tshwane Climate Response Strategy (Draft, 2018) Framework for a Green Economy Transition City of Tshwane Climate Risk & Vulnerability Assessment (2015) City of Tshwane State of Energy Report (2017) Sustainable Financing Strategy for Green Economy Transition (2015) Sustainable Procurement Strategy (2017)

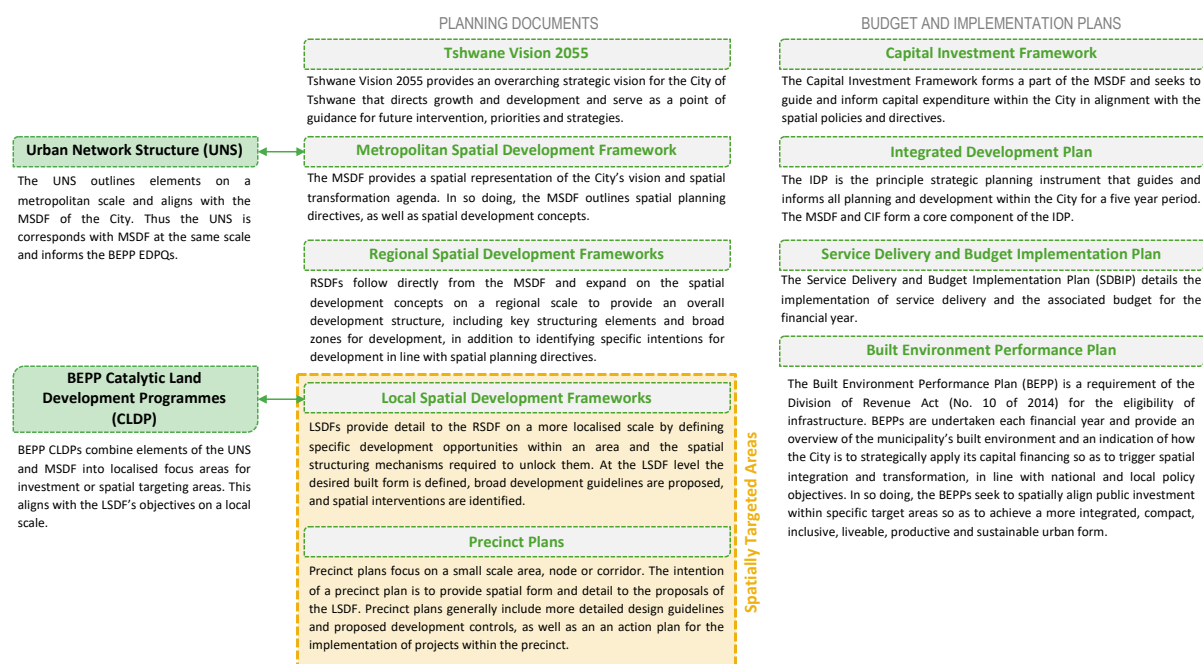
Government Level	Reference Documents
	<ul style="list-style-type: none"> ▪ Mamelodi Development Intervention Portfolios (Chapter 4: Principles and Guidelines 2015) ▪ Re-alignment and Re-engineering of the City of Tshwane Strategic Investment Committee (STRIC) Processes and Structures (March 2019) ▪ Tshwane Strategic Investment Approach: Definitions, Evaluation Criteria and Implementation Method (July 2019) ▪ Establishment of Grant Management Committee (January 2019) ▪ New District-Metro Coordination Model Concept Note_Draft (August 2019)

2.6 BEPP Alignment to Municipal Processes

The municipal process is a cyclical process, where outputs of the one year's planning and budgeting cycle informs the following year's planning and budgeting cycle. On a planning scale, Urban Network Structure (UNS) outlines elements on a metropolitan scale and thus, corresponds with the Metropolitan Spatial Development Framework (MSDF) of the City, as well as strategic focused documents such as the Tshwane Vision (2055) and Regional Spatial Development Frameworks (RSDF). The outputs contained result in the BEPP Catalytic Land Development Programmes (CLDP), which looks at focus areas for investment or spatial targeting areas. Spatially Targeted Areas are informed by Local Spatial Development Frameworks (LSDF), as well as Precinct Plans in order to provide spatial form and details to the proposal of the LSDF.

Given this interaction (planning, budgeting, implementation and back to planning again) it is clear that the BEPP informs (1) the Integrated Development Plan; (2) the Capital Investment Framework (CIF) and the (3) Service Delivery and Budget Implementation Plan. The outputs contained within these reports is on the progress and performance for that financial year, followed by a strategic direction for the following financial year. Figure 2 outlines the planning documents together with the budget and implementation plans within the City which govern the process described above and is reported on annual through the BEPP.

Figure 2 Alignment between the BEPP and Municipal Processes



The BEPP guidelines prescribe that Urban Network Structure (UNS) be incorporated as an important input source. The development of this BEPP therefore incorporated the Urban Structuring Elements that stem from the Tshwane UNS. This included Integration Zones, Urban Cores and Underserved Townships (that were identified as part of former planning processes that involved inter alia, density and land use management appraisals).

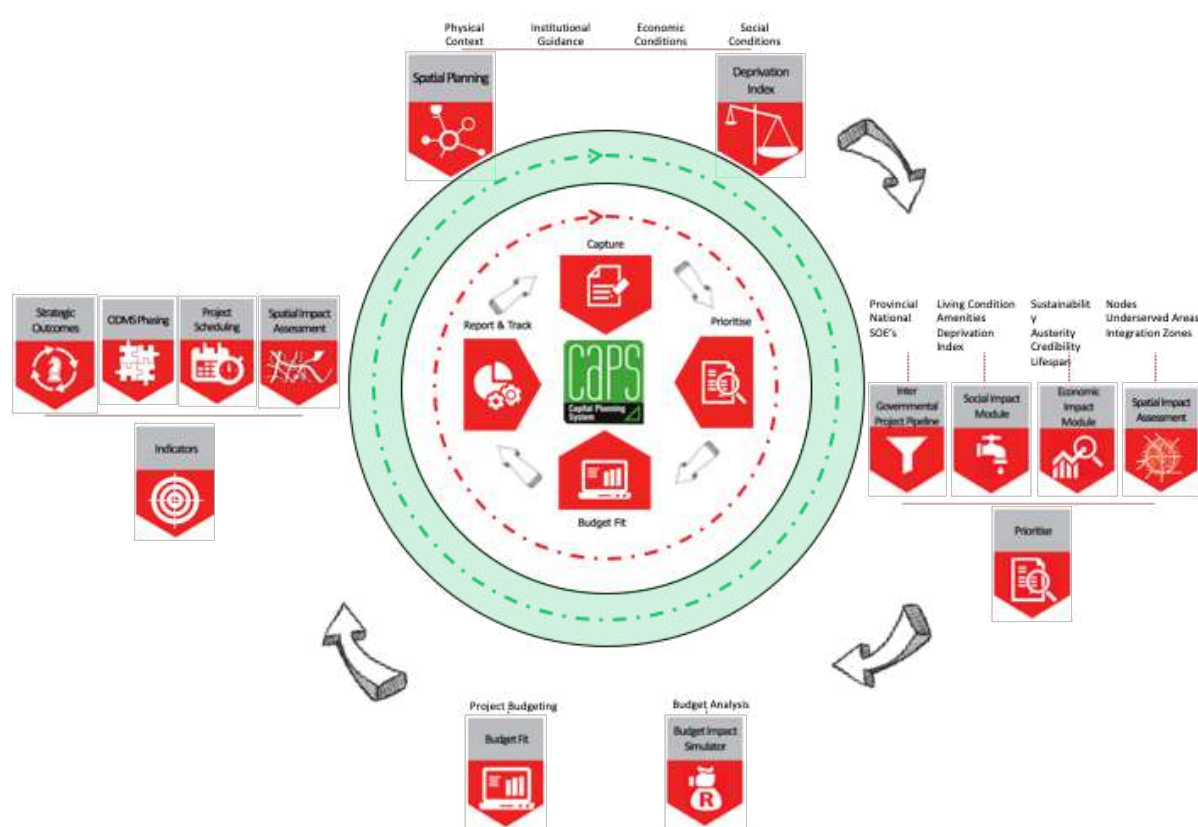
The City has identified Strategic Spatial Targeting Areas in which Catalytic Land Development Programmes are driven. These Priority Investment areas are discussed in Section B and C of this BEPP document.

3 City of Tshwane Strategic Planning and Implementation Framework Process

The City's Capital Planning and Prioritisation Process (CaPS) is a planning and decision support tool that ensures that capital projects within the City are evaluated according to quantitative, qualitative and spatial transformation criteria as part of the formulation of the annual developmental (capital) budget.

Figure 3 shows the various elements involved in the City's current Planning and Prioritisation Process (CaPS) process:

Figure 3 Capital Planning System (CP3 Diagram)



In order to integrate with the City of Tshwane's Strategic Planning and Implementation Framework Process, the CaPS process is utilised to enable Tshwane to make use of a centralised decision support

system. Investment needs are recorded per department, typically derived from sources such as the Integrated Development Plan (IDP) or a Capital Investment Plan (CIP).

Projects are evaluated using various criteria, taking into consideration the quantitative, qualitative and/ or spatial priorities, in line with the City's strategic, spatial, economic, financial and technical objectives. This enables an acknowledgement of the capital expenditure of other public entities, by having sight of projects on the CaPS Inter-governmental (IGR) project pipeline platform.

The CaPS process evaluates the social and economic impact of capital expenditure, based on standardised economic and social indicators, as well as relating Capex with various levels of government's strategic outcomes as per various policy documents, together with the IDP office. CaPs also relates Capex with strategic outcomes that are specifically aligned to CR&R actions and goals, together with the UN's Sustainable Development Goals. A dynamic model taking into account all this data, assists the city to model and prioritise the multitude of capital needs. The process takes into account political strategies, objectives, mission statements, vision statements as well as other strategic contents and evaluates a varied range of project types measuring each project's global alignment with organisational priorities and also the project's specific, contextual technical merits.

The CaPS process runs a budget analysis in order to test various Capex scenarios to develop a balanced, defendable, responsive and equitable budget allocation, based on standardised indicators. A budget fit process is facilitated together with Tshwane's Finance Department in order to determine the best MTREF Capex budget for the City annually. CaPS furthermore enables the City of Tshwane to evaluate and report on a myriad of elements that are related to the Capital project book, at any point in time, such as the CIDMS phasing, project scheduling and mSCOA. It therefore is a fundamental input generating tool for the development of a robust and defendable BEPP for the city.

4 Diagnostic Assessment

Spatial Development Frameworks, regardless of their granularity, often focus on an analysis of the area at hand. Often these documents get overlooked, due to the fact that the elements analysed, and the manner in which it is presented leads to analysis paralysis. Overly complicated documents are the result and so often, losing the ability to convey relevance of the analysis done.

With respect to the BEPP since the inception of the BEPP in the City, several analyses done within the City found its way into the BEPP. This is useful for contextualisation and understanding the dynamics within the City. However, the spatial targeting component of the BEPP, is more geared towards the concept alignment, priority identification methodology and result, Integration Zone definition and the associated housing and transport alignment.

The variety of assessment done in the City correlates with the different needs that the City needs to address. This includes three broad categories:

- Population Distribution and Human Settlements – where people are;
- Transport and Movement Patterns – where people move, and;
- Socio-Economic analysis – who the people are that are living and moving in the city.

The diagnostic assessment in terms of Population Distribution and Human Settlements are further broken down into sub-categories that aim to determine where people are, where they will be and how the city is responding to these trends.

The diagnostic assessment in terms of Transport and Movement Patterns are further broken down into sub-categories that aim to determine what needs exist regarding transport and what means are available to transport with.

The diagnostic assessment in terms of Socio-Economic characteristics are further broken down into sub categories that aim to determine what the population characteristics are, what the level of service are regarding basic social facilities and engineering services, and most importantly, what the climate change impact is in terms of the population within the City.

The attributes per area in the diagnostic assessment, informs the identification process of spatial structuring elements and of priority areas. Refer to Addendum 1 for a detailed summary of the diagnostic report.

5 Climate Responsiveness and Resilience within the BEPP Framework

During the 2019/20 BEPP reporting period, climate change mainstreaming was introduced as a requirement into the municipal planning, budgeting and reporting processes. In order to comply with the requirements, as set by the “Mainstreaming Climate Responsiveness into City Plans, Budgets and Grant Conditions Report – Phase 2 (CSP, August 2018) document, reference will be to the current climate change assessments which have been undertaken by the City.

The ability of municipalities to respond to climate change impacts have direct financial implications, thus influencing a City’s financial sustainability and programme implementation. To achieve successful consideration of Climate Change Responsiveness and Resilience (CR&R) as part of the BEPP reporting process, the 2019/20 Guideline sets out a multi-year phased approach as displayed in Table 2 below.

Table 2 Multi-year approach to CR&R mainstreaming as a part of the BEPP

Requirements for Year 1 (2019/20)	Requirements for Year 2 (2020/21)	Requirements for Year 3 (2021/22)
Clear Establishment of Climate Risk and Vulnerability Assessments.	Provision of relative weightings to CR&R dimensions.	Resultant projects stemming from CR&R integration with Spatial Targeted Areas.
Incorporating context specific climate risks and impacts into the relevant aspects of the BEVC.	Identification of Climate Risk Zones.	Demonstration of organisation changes incorporating the CR&R toolkit to the project pipeline.
Incorporating climate change expertise into structures responsible for future planning decisions.	Application of Climate Risk Zones to Spatial Targeted Areas.	Evidence-based reporting of CR&R mainstreaming.
	Design and implementation of CR&R focussed infrastructure projects.	
	Monitoring and reporting of CR&R indicators.	

Requirements for Year 1 (2019/20)	Requirements for Year 2 (2020/21)	Requirements for Year 3 (2021/22)
	Institutional arrangements should be in place.	

Building on the requirements for the 2019/20 and 2020/21 reporting period, the 2020/21 BEPP document includes a base assessment of the City's climate change profile and risks, institutional intervention of climate change expertise, climate risk and vulnerability assessments in relation to spatially targeted areas and CR&R mainstreaming as part of the infrastructure investment planning process.

5.1 Climate Change Profile

The City's institutional commitment to address climate change manifested in the establishment of a specialist unit in the Office of the Executive Mayor, known as the City Sustainability Unit (CSU). The CSU mandate includes overseeing the City's transition towards a low carbon emission, resource efficient and climate resilient city. A detailed description of the CSU's institutional framework together with the level of departmental engagement has been included in Addendum 4.

5.1.1 Action and Strategic Documentation

As an initial point of action, the CSU worked together with administrative departments to mainstream climate action into the preparation of policies, plans and programmes. Policy measures have included the development of the Green Economy Framework to respond to resource scarcity, which has subsequently led to the establishment of the following:

- the Green Economy;
- the Green Building By-law, which aims to support the uptake of green building principles;
- the Sustainable Financing Strategy, which aims to finance sustainable service delivery;
- the Sustainable Procurement Strategy, which aims to seek greener alternatives to existing products and services procured by the City.

In addition to the above, the CSU has released the Climate Response Strategy which forms the foundation of the Climate Action Plan (CAP), a plan currently under development with support of the C40 Cities Climate Leadership Group. The City became a member of C40 in 2014, a move that has contributed tremendously in augmenting the vision of a sustainable capital city.

5.1.2 City's Climate Change Programmes

CSU management measures are premised on two pivotal studies which include the Greenhouse Gas Emissions Inventory (GHGEI) and The Climate Risk and Vulnerability Assessment. These studies have guided the development of the Mitigation and Adaptation Programmes.

5.1.2.1 Climate Action

• Mitigation

The annual revised version of the Greenhouse Gas Emissions Inventory (GHGEI) indicates that the City is emitting 21 million tonnes of carbon dioxide equivalent per annum. Energy, transport and waste

sectors have been identified as the largest contributors towards greenhouse gas emissions. The Mitigation Programme thus focuses on how to reduce and avoid emissions from these three sectors.

In addition to the above, the Green Buildings Programme forms part of the mitigation focus of the CSU. The Green Buildings Programme focuses primarily on new builds and addresses all forms of structures. The City is a member of both the Green Building Council of South Africa's (GBCSA) Green Building Leadership Network (GBLN) and the World Resources Institute's Building Efficiency Accelerator (BEA) Programme.

- **Adaptation**

The Climate Risk and Vulnerability Assessment indicates that average temperatures have increased by 1.8°C since 1960 and that precipitation levels have decreased. However, when it does rain, the City experiences extreme downpours which creates high rates of runoff and limited recharge which could lead to instances of flash floods. The management of increasing temperatures and related impacts, together with securing future water resources, are of extreme importance to the resilience of the City and forms the central focus for the Adaptation Programme.

5.1.2.2 Sustainability Support Mechanisms: Sustainable Financing, Resource Mobilisation & Sustainability Profiling

In addition to the above-mentioned programmes, the CSU has adopted the Sustainability Support Mechanisms programme together with Demonstration Projects & Sustainable Service Delivery. This programme is wide-ranging and offers support measures to enhance the impact of mitigation and adaptation programmes. This includes sustainability financing and resource mobilisation, sustainability profiling, research and documentation, demonstration projects and outreach programmes. Methods of engagement aimed at achieving the above-mentioned programmes include the following:

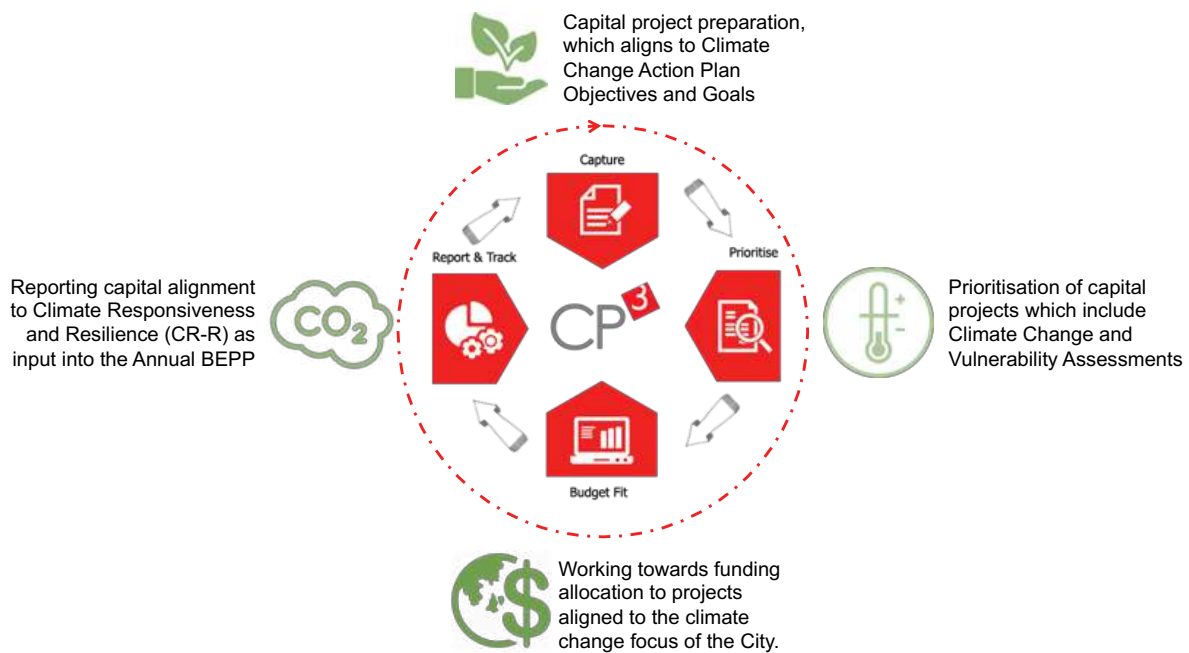
- Demonstration projects,
- Research,
- Advisory services,
- Outreach campaigns.

For a detailed assessment of the mitigation and adaptation focus of the City refer to Chapter 10. The institutional framework for the CSU together with departmental engagement has been included in Addendum 4.

5.1.3 CR&R Mainstreaming into the Annual Budgeting Process

In anticipation of the CR&R mainstreaming objective, the City has opted for the inclusion of climate change focus areas into the annual budgeting process. The initial introduction of the CR&R commenced during the 2019/20 budgeting cycle and was successfully implemented as part of the capture, prioritization and reporting processes facilitated by the CaPS system. Figure 4 below provides some of the objectives for CR&R mainstreaming incorporated into the annual budgeting process (through the use of CaPS), which was achieved through collaboration between the City Sustainability Unit, the C40 support programme and Metropolitan Spatial Planning. The manner in which CR&R mainstreaming was incorporated into the annual budgeting process allows for an integrated approach to municipal planning, budgeting and reporting. It is subsequently reported in this BEPP document as integrated elements of the Built Environment Value Chain (BEVC) process.

Figure 4 CR&R Mainstreaming and the Annual Budgeting Process



6 City Transformation through Theory of Change and the Built Environment Value Chain

BEVC is based on a sequence of events which represents a logical planning and implementation framework for built environment projects and initiatives. The concept of the BEVC was designed to guide the BEPP as a planning instrument which reforms current planning processes together with a reporting mechanism to report on progress made.

During the 2019/20 reporting period, the City's BEPP document was structured according to the sequential components of the BEVC with particular focus on setting the context of the City for each component. The City has however realised the importance of initiating the BEVC with a clear understanding and adoption of outcomes (Outcomes-Led planning), which furthermore requires the process of adopting theory of change. With this in mind, the City has restructured its 2020/21 BEPP report to identify a theory of change followed by actioning this through the components of the BEVC.

6.1 Theory of Change

The theory of change concept essentially encapsulates the identification of a desired end-state, desired outcomes, or changed state, and a detailed assessment and strategy of how this can be achieved through the use of an outcome framework. An outcome framework outlines a desired set of long-term goals which is then mapped backwards to identify strategies and measurable actions to achieving these long-term goals. The process of an outcome framework also requires a reporting framework to assess progress made on achieving each goal and to understand the impact of implementing strategies and actions.

The City has opted to initiate the theory of change through identifying three principles to guide this process:

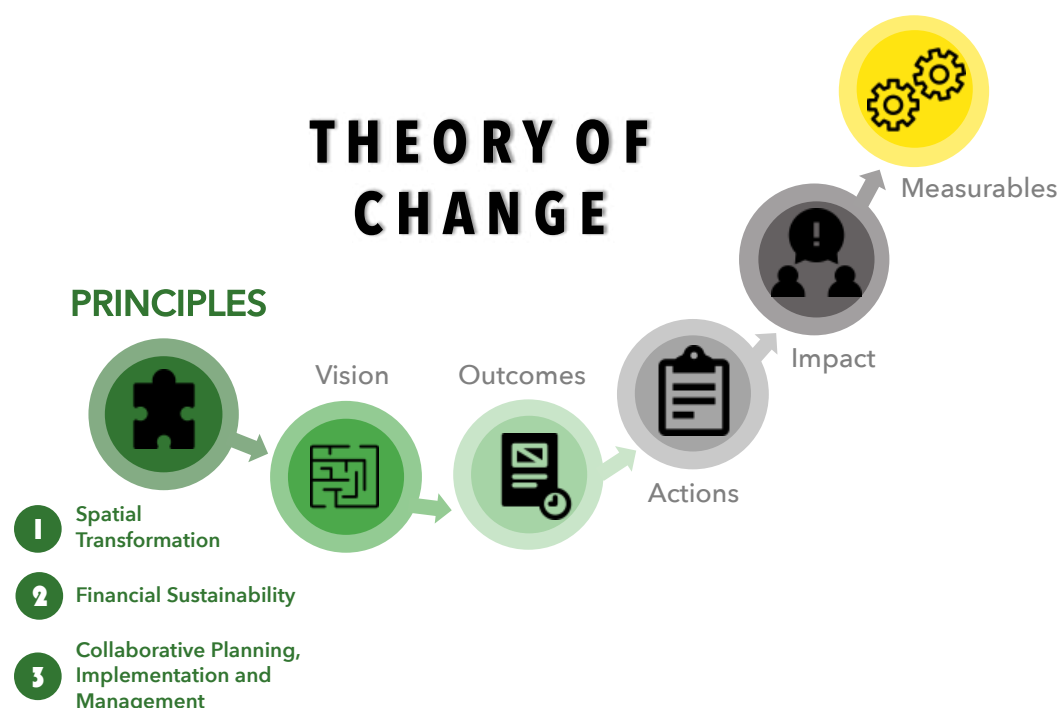
- Spatial Transformation;

- Financial Sustainability; and
- Collaborative Planning, Implementation and Management.

These principles were identified in line with the current planning reform initiatives in Government and includes the strategic vision outlined in the National Development Plan (NDP) together with the strategic and spatial vision for the City.

It is important to note that each of these principles should not be viewed in isolation, but rather as interchangeable and integrated mechanisms to achieve a City which is integrated in terms of its spatial vision through financial sustainability and good governance practices and vice a versa. Figure 5 below outlines the City's approach to theory of change through the application of an outcome framework which aligns to the three principles mentioned above.

Figure 5 Outcomes Framework



The structure of the outcome framework starts with each of the three principles described above, followed by the vision (long-term goal) pertaining to each principle, outcomes, actions, impact and measurables:

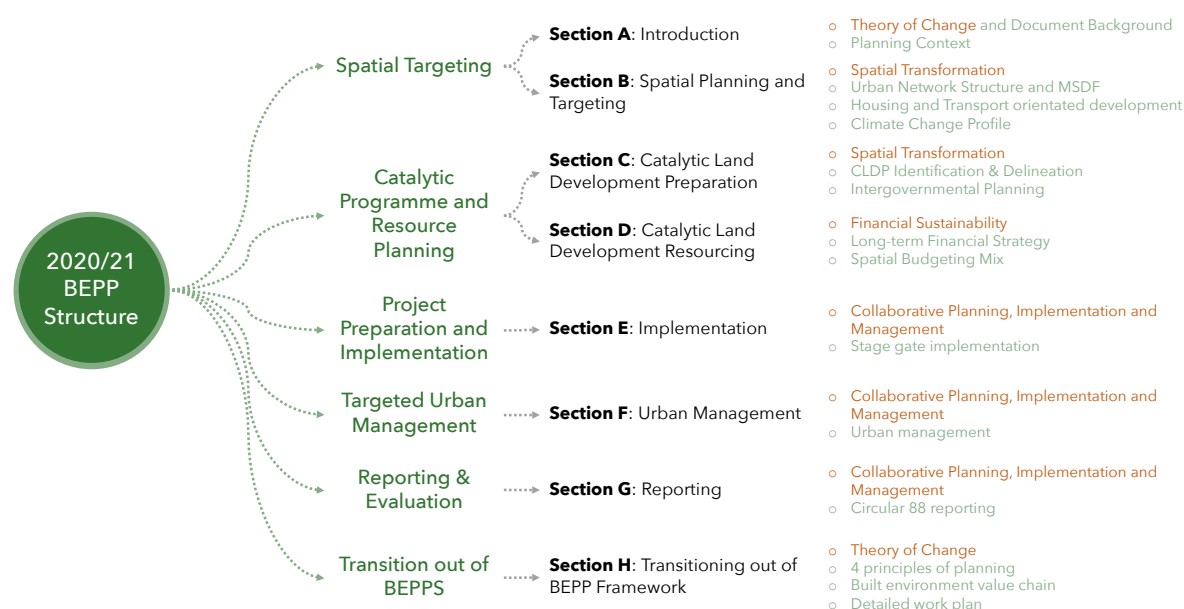
- The 1st component outlines the vision that the City has identified (either strategic and/or spatial transformative vision) and aligns to statutory requirements as set out in the Municipal Financial and Management Act (MFMA 56 of 2003), Municipal Systems Act (MSA 32 of 2000), Intergovernmental Relations Framework Act (13 of 2005), Spatial Planning and Land Use Management Act (SPLUMA 2013), Tshwane Integrated Development Plan (IDP 2017/21) and the Draft Metropolitan Spatial Development Framework (MSDF, 2018).
- The 2nd component outlines the desired outcome for each vision element or component, this includes the strategies, methods or mechanisms through which the City will achieve the vision set out for each principle.

- The 3rd component outlines the actions that the city will have to take in order to achieve each outcome and essentially realise each vision.
- The 4th component describes the desired impact of each action and outlines the “on the ground” approach to achieving the outcomes identified as part of the 3rd component.
- The 5th component encompasses the outcome framework structure, which allows for the measuring of the impacts and actions identified in the 3rd and 4th component in order to track and monitor progress against achieving each vision. It is important to ensure that the strategy and resulting actions are specified in such a way as to be practically implementable. “SMART” is a useful acronym which provide some guidance in the setting of objectives or actions. SMART objectives or actions are Specific, Measurable, Achievable, Realistic, and Timely. By defining objectives or actions in this way, one ensures that the objectives, actions and impacts are measurable within an implementation framework.

6.2 Structure of the document

The BEVC and the Theory of Change have been incorporated into the BEPP reporting structure as guiding principles. Consequently the 2020/21 BEPP report has been structured to introduce each section with content aimed at contextualising the Theory of Change and principle most applicable to each section, together with indicating the actions and impacts associated with each particular principle. The body of each section contains the content as required in the BEPP Guidelines and supplementary guidelines for 2018/19, 2019/20 and 2020/21, with key focus aimed at addressing comments received from the City Support Programme (CSP) review during the 2019/20 and 2020/21 reporting period. Each section concludes with institutional arrangements, which highlights processes or governance reforms put in place to address certain gaps identified within each section.

Figure 6 Structure of the Document



The last section of the BEPP, Section H, has been included in the 2020/21 BEPP to outline the City’s approach to transitioning out of the BEPP. The content of the section has been structured to outline a framework in which the theory of change can be achieved, through integrating the principles and

actions with the four elements of planning and the BEVC process. The four elements of planning originated as a reference to best practice recognised at the Planning Reforms Seminar in June 2018. The Planning Reform Seminar, which took place from 13-14 June 2018, intended to combine principles of planning reforms founded on the outcomes of metropolitan BEPPs and contributions made to spatial transformation. These planning reforms have been documented as five input papers to the seminar namely:

- Outcomes Led Planning;
- Strategy Led Budgeting;
- Spatially Targeted Public Infrastructure Investment;
- Aligning Planning and Capital Budgeting Tool; and
- Fiscal Impacts Tool.

During the Planning Reforms Seminar one of the key recommendations made was to use the BEPP to strengthen the range of plans and especially the SDF and IDP through the application of the above-mentioned input papers. At the same time, COGTA announced that Review of the IDP Guidelines.

The four elements of planning have been identified to guide the criteria for assessment of metropolitan plans suggested in the Rational for Transitioning out of Planning Reforms and BEPPS (CSP 2020). This section concludes with the detailed work plan implemented within the City during the 2020/21 reporting period and provides the primary anchor point for achieving Theory of Change through existing legislated processes and requirements.

7 Institutional Consolidation

7.1 BEPP Steering Committee

The City of Tshwane has established a Built Environment Performance Plan Steering Committee (BEPPSCO)¹. The establishment of BEPPSCO focusses on achieving the following functions:

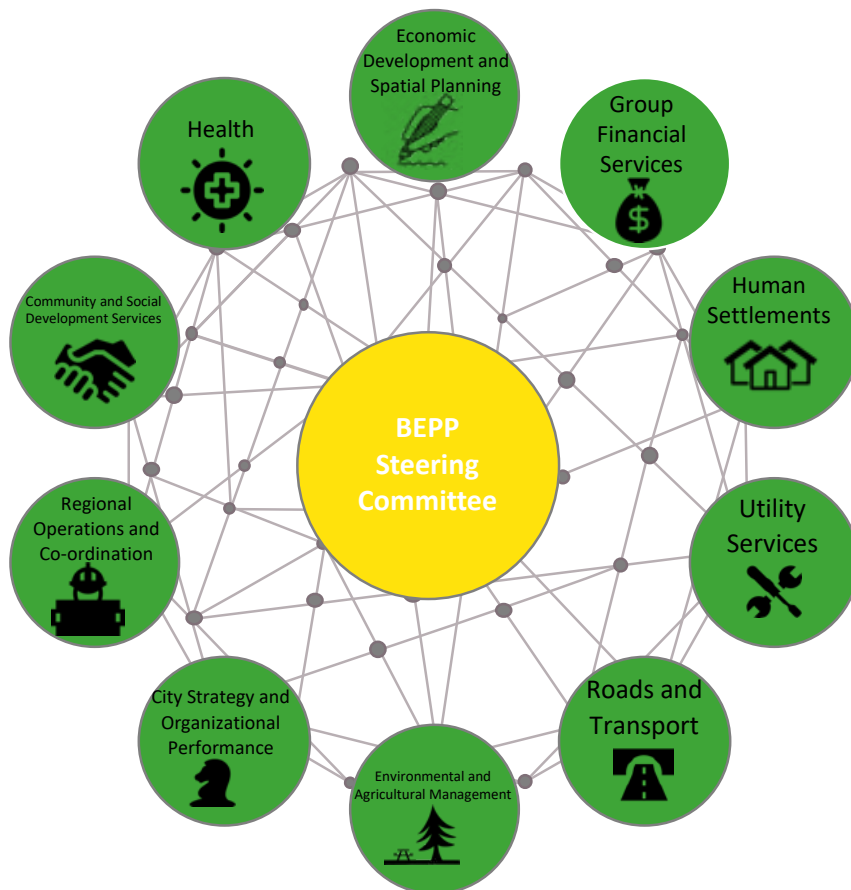
- Facilitate collaboration on the annual development and revisions of the BEPP;
- Create a forum that can inform the City on inter-governmental discussions;
- Provide technical guidance in terms of the strategic direction of the City (and in the process, create institutional memory);
- Serve as the City's integrated strategic planning forum; and
- Maintain a continuity on the development and maintenance of the BEPP, and the processes required as key input to the BEPP.

The Tshwane BEPP has been managed by the Economic and Spatial Development Department since 2014, which also includes the capturing of capital projects for the municipal MTREF via CaPS. This is achieved in collaboration with the City's Finance Department (Budget Office) and Strategies and

¹ As per the memorandum on 14 December 2017.

Performance Management Department. The strong institutionalised processes of the BEPP aim to achieve a BEPP that is credible and owned by all strategic departments. In order for the City to achieve this goal in a sustainable manner, BEPPSCO was established with representation from the departments as indicated in Figure 7.

Figure 7 BEPPSCO Members



The establishment of a strong and institutionalised process in order to achieve a BEPP that is credible and owned by all strategic departments

Since the establishment of BEPPSCO, a number of workshops have taken place that were focussed on a variety of factors in relation to the BEPP. The table below outlines these workshops, ranging from 2019/20 – 2020/21, together with the main objectives and outcomes from each workshop.

Table 3 BEPPSCO Workshops

Date	Agenda	Outcomes
06-Mar-18	Background view on the annual BEPP process.	Circulation of the BEPP Guidelines to departments.
	Establishing the context BEPPSCO and the role of departments.	Circulation of the 2018/19 BEPP document.
		Departments to comment on the 2018/19 BEPP document submitted.
		BEPPSCO to be held at least once per quarter.

Date	Agenda	Outcomes
	Background view on the purpose of CaPS and how the CaPS Process links with the annual BEPP process.	
	An overview of the CaPS process, IDP and annual budget cycle.	
	A view into the 2018/19 BEPP submission.	
14-Sep-18	Capital project planning and capturing for the 2019/20 MTREF.	Representatives of Departments to communicate the CaPS process of project planning and capturing based on memorandum.
	An overview of new CaPS functionality and changes incorporated.	
	CaPS training schedule.	
	Feedback from the 2018/19 BEPP submission and areas of improvement required.	One-on-One sessions to take place on the BEPP requirements for 2019/20
	Implementation of CR&R mainstreaming into the 2019/20 BEPP submission.	
11-Dec-18	Feedback from the Capital project planning and capturing process.	Project completion status to be shared with departments in order to allow for project clean-up and the capturing of outstanding information on CaPS.
		Representatives from the City Sustainability Unit to provide assistance and training in terms of the CR&R focus.
	An overview of the prioritisation and budget fit process which followed after capturing.	
14-Sep-19	Capital Planning System Feedback from Departments	Various departments provided feedback and comment on the annual budgeting process using the capital planning system. Comments were noted for improvement to the process for the next budgeting cycle.
	2019/20 National Treasury BEPP Evaluation Feedback.	The issue regarding housing and transport alignment planning was raised to be addressed in a separate meeting between these 2 departments. To be facilitated by the CaPS TTT.
	Departmental Review of the 2019/20 BEPP	Guidelines on the review of the 2019/20 BEPP document were given, with specific reference to the comments received from CSP to be addressed.
	Departmental Inputs Required for the 2019/20 BEPP	
	2020/21 Capital Planning Cycle and Process	
22-Jan-20	Long Term Financial Strategy and Model	The city's Finance Department together with INCA provided background to the LTFS and the results of the LTFM.

Date	Agenda	Outcomes
	2020/21 Capital Budgeting process feedback and results.	The city's Finance Department provided feedback on the adjustment budget and challenges during the process, to be addressed during the next budgeting cycle.
	2020/21 Capital budgeting process going forward	The budget scenario results were analysed and presented to departments based on the outputs of the LTFM.
	Status of the 2020/21 BEPP document and way forward.	Departments provided feedback on the BEPP data requirements and status of information. The way forward was explained to departments, with a strong focus on planning for the next 10 years and aligning capital planning between housing; roads and utilities.

As per the outcomes of each workshop listed above, it is clear that BEPPSCO serves as a powerful communication and integration platform in achieving requirements for the annual BEPP. The BEPPSCO serves as a communication link between the owners of the BEPP process and various technical departments. The agenda items, attendance register, together with the notes/minutes taken from each BEPPSCO meeting is included in Addendum 2.

7.2 Capital Planning System Technical Task Team

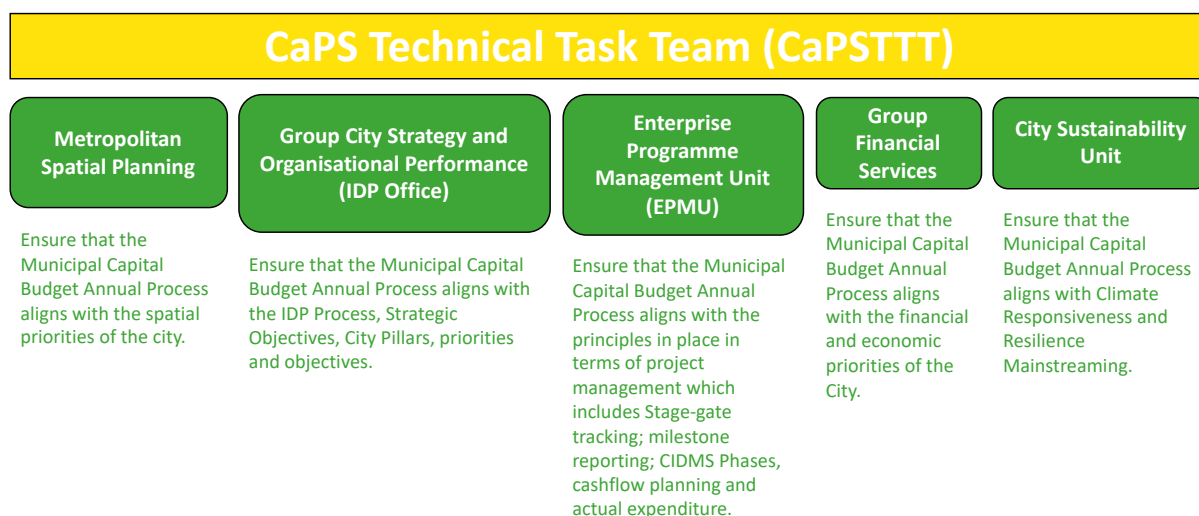
The establishment of the Capital Planning System Technical Task Team (CAPSTTT) have the purpose of providing a technically focused team of experts who provide guidance and technical input into achieving deliverables which align to the strategic, technical, financial and economic priorities of the City. The team manages, intervenes and reviews aspects that related to the CaPS process and the budget cycle environment, with specific reference to the detailed annual budgeting workplan outlined in Section H. Furthermore, CaPSTTT acts as the enabler of processes with various departments which form part of the annual planning and budgeting cycle. The team consists of technical experts within the following departments:

- Metropolitan Spatial Planning
- City Strategy and Organizational Performance (IDP Office)
- Enterprise Programme Management Unit (EPMU)
- Group Financial Services
- City Sustainability Unit

The inclusion of representatives from the City Sustainability Unit (CSU) to CaPSTTT ensures that mitigation and adaptation measures are successfully considered during the initial stages of project planning. This is achieved through technical assistance from CSU representatives during project planning and capturing processes. The inclusion of the CSU as a part of the CaPS process informs CR&R mainstreaming consideration during the CaPS process (refer to Figure 4).

The establishment of CaPSTTT will filter through to the current functions of the BEPPSCO and serves to inform and guide members of BEPPSCO regarding CaPS technical expertise and the strategic, technical, financial and economic priorities of the City (refer to Figure 8).

Figure 8 CaPSTTT Establishment



During the 2020/21 budgeting cycle, the CaPS TTT has met on a number of occasions to discuss and plan in accordance to the detailed work plan outlined in Section F. These sessions focus on planning and mitigating risks associated with major milestones within the annual budgeting cycle and has proved useful in confirming certain processes or timelines to be followed. Addendum 2 outlines the agenda's, meeting notes and attendance registers for each of the CaPS TTT planning meetings place to date.

7.3 City of Tshwane Strategic Investment Committee (STRIC)

The attraction, facilitation and expansion of fixed investment is seen as the most effective way of establishing and maintaining a healthy local economy, as it leads to higher economic growth and broadens the base of the local economy. Therefore; an efficient and effective institutional investment facilitation framework is essential for the creation and maintenance of a conducive investment and business environment. At the core of this framework is the fast-tracking of strategic and catalytic investment projects, in order to ensure seamless entry and successful implementation of all investment projects. This has given rise to the establishment of the City of Tshwane's Strategic Investment Committee (STRIC), which aimed at exploring institutional arrangements for the approval of catalytic and strategic investment Projects.

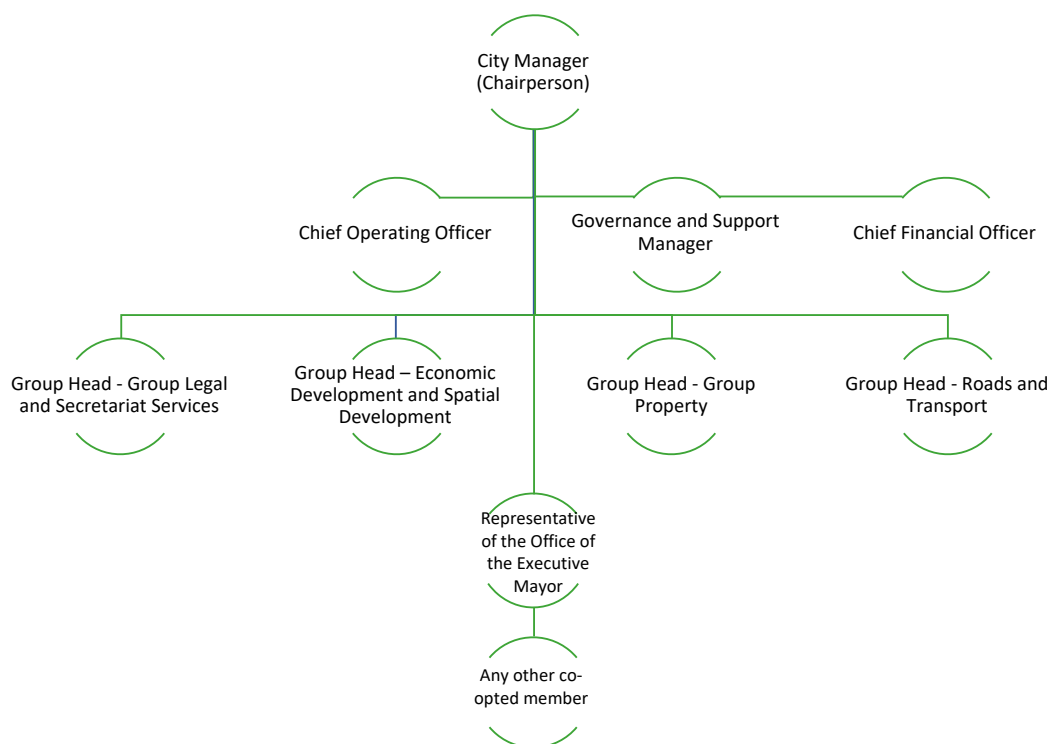
The re-alignment and re-engineering of the City of Tshwane Strategic Investment Committee (STRIC) report, reached a council resolution on 28 March 2019. The multi-disciplinary committee fulfils the role of a Programme Management Committee by approving, monitoring and overseeing the implementation of all catalytic and strategic investment projects and, inter-alia:

- Determine high level project implementation milestones (Project Delivery Charter);
- Summons project managers to provide monthly feedback on the progress of their respective PDC's;
- Provide investors with a platform to present their projects for possible inclusion as a catalytic and or strategic project;
- Determine high level project risks and design appropriate mitigation against such risks;

- Ensure resource mobilisation (budget / adjustment budget submissions; intergovernmental grants and subsidies);
- Ensure high-level co-ordination, monitoring and evaluation;
- Ensure optimal inter-departmental co-ordination and synergy in the execution / implementation of the project and manage stakeholder relations;
- Direct the necessary interventions to ensure that internal bottlenecks are resolved and facilitate (where applicable) the resolving of external bottlenecks;
- Inform Mayoral Committee (MayCo) of those projects granted preferential status and report thereafter on a monthly basis on progress / challenges and make proposals / recommendations to rectify these challenges (including the review of the status of a project); and
- Ensure that Broad Based Black Economic Empowerment (BBBEE), Job Creation and Skills Development objectives find expression in the delivery of these projects.

Figure 9 outlines the macro structure for the proposed STRIC (which will be chaired by the City Manager) and will be responsible for the overall approval process as well as the co-ordination of spatial development processes in line with the applicable legislative frameworks in guiding potential investors.

Figure 9 STRIC Membership



In order to structure the strategic investment approach and do away with the fast-tracking of strategic and catalytic investment projects in the City, it was necessary for the city to adopt uniform definitions, evaluation criteria, an implementation method and progress reporting system. The proposed three types of strategic investment projects have been identified as:

- Strategic Investment Initiatives;
- Catalytic Infrastructure Projects; and
- Strategic Urban Development (SUD).

To remove subjectivity from the process, the City adopted a set of evaluation criteria for each of the three project types. The evaluation criteria were applied to all candidate projects. Spatial, economic and social evaluation criterion were used to identify and prioritise the strategic investment projects. The results of such technical evaluation determined if an individual project could be classified for implementation by the City. The BEPP Integration Zones serve as a powerful platform in achieving projects' geographic locality, as well as MSDF & RSDF priority areas.

Each of the three project types in this strategic investment approach require a customised implementation method. With regards to Strategic Investment Initiatives (SII), qualifying investment proposals are submitted to the Strategic Investment Committee (STRIC). A collaborative approach with the city's relevant departments then enables Officials to be aware of the strategic nature of the projects. The process has the objectives to fast-track investments, to assist with the unblocking of service issues and to provide invested related advice to investors.

The City Strategy and Organisational Performance Department's Project Management Unit (ePMU) will oversee the implementation of Catalytic Infrastructure Projects. Catalytic Infrastructure Projects will be identified annually via the CaPS system and will be pronounced as such in the city's IDP and/or BEPP. The facilitation of Strategic Urban Developments requires a Profiling Report to be drafted by the City Planning and Development Division for each prioritised SUD for adoption by STRIC. All city departments will be bound to give priority to the facilitation and implementation of the SUDs. Each SUD is to be managed by a project manager allocated from the City Planning and Development Division.

Regular progress reporting on Strategic Investment Initiatives, Catalytic Infrastructure Projects and Strategic Urban Developments are of critical importance with the view of keeping the city's management informed of progress and ensuring implementation as per project schedules. Through consultation with key stakeholders, relevant Departments are to provide progress reports to STRIC and the the Mayco. The requirements for such progress reports will be included in the scorecard of various Department Divisions.

Given the extent of direct involvement of different role-players and departmental divisions; catalytic and strategic investment of projects will not be possible without a concerted effort between these role players. This is in order to coordinate their efforts led by a shared set of outcomes, a clear plan and a plan-led budget.

The BEPP Processes are identified to inform decisions that are made through STRIC and will aid in managing the Strategic Investment Initiatives, Catalytic Infrastructure Projects and Strategic Urban Development.

7.4 Grant Management Committee Establishment

With the growing demand for services and limit of financial resources, it is imperative to have a coherent approach in the planning and execution of grant-funded projects within the City, in order to ensure maximum impact and outcomes. The current process of grant allocation to the City's departments is indicative of poor planning and lack of co-ordination amongst various grants.

As a proposed way-forward, the establishment of a Grants Management Committee will see various departments responsible for specific grant conditions, inter-alia aligning the submitted business plans and projects to the City's strategic priorities. The outcome of this process will be a submission and engagement with national Treasury, as well as various transferring authorities.

The Departments receiving grant funding need to demonstrate to the Tshwane Grant Management Committee (TGMC), that projects are ready to be implemented and no roll over will be requested at year-end.